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## FORMULATING MODEL OF BUREAUCRACY REFORM ON HUMAN RESOURCE IN DEPOK MUNICIPALITY

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### ABSTRACT

Depok Municipality is undergoing bureaucratic reform, especially towards the achievement of competent and professional civil servants. These competencies and professionals are related to the ability of the apparatus in the form of knowledge, skills, attitudes and behaviors needed in carrying out the main tasks, functions, authority and responsibilities. Despite this, Depok Municipal Government has a massive shortage of civil servants. In addition, not all civil servants have rights and opportunities to participate in competency development, either in the form of training or non-training activities such as guidance or internships. These phenomena raise several questions which need to be addressed, such as how is the implementation of the human resource bureaucratic reform policy in realizing the professional apparatus in the local government of the city of Depok? What are the factors inhibiting policy implementation? How should the human resource bureaucratic reform policy model in Depok city be formulated? A qualitative research approach with a descriptive analysis method is utilized to obtain actual research results and can therefore be used as an empirical basis for developing a new concept. This research utilized both interview and document study to gather evidence and data to formulate an analysis. It was conducted in Depok Municipality in 2019. This research found that the unsuccessful implementation of the human resource bureaucratic reform policy was influenced by: 1) many actors are involved and have an interest in influencing reform policies, starting from the central to the regional level; 2) unequal opportunity to attend education and training, both structural and technical training; 3) the large number of human resource management programs that have been delayed / not yet implemented; 4) lack of apparatus human resources; and 5) low mindset and understanding of employees towards bureaucratic reform.

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### INTRODUCTION

Bureaucracy reform is basically a dynamic condition of bureaucracy to pursue democratization of governance when previously indicating an unaccountable, stagnant, and showing symptoms of red-type bureaucracy. The changes are based on the desire to implement a democratic governance, improve service and to accelerate the

pursuit of Preamble of 1945 Constitution's goals. Bureaucratic reform in essence is one of the means of government to achieve and implement good governance principle and to undertake fundamental reforms to the government system, particularly concerning institutional aspects (organization), management (business process), and human resources of the state apparatus. Unsatisfactory and

underperforming professionalism of state apparatus and bureaucrats which is commonly found can be argued to be caused by inefficient management of human resources. Bureaucrats as one of the elements of competitiveness must have competence and high performance in order to achieve the goals of professionalism and the development of the image of public services (Wihantoro, Lowe, Cooper, & Manochin, 2015).

Bureaucracy is a "rational" way of working, as in that the people who work in the organization arrange and plan their activities clearly, have measurable goals based on written rules. To achieve formal legality, accountability, efficiency and flexibility, bureaucracy is required to work transparently for the people (external) and for decentralization within itself (internal). Transparent means that the work of the bureaucracy must be seen not only by bureaucrats from other state ministries/institutions, but also by the public (Wibawa, 2011).

Despite its importance, there are a number of weaknesses in the administration of bureaucracy in Indonesia (Asian Development Bank, 2006; Effendi, 2010, p. 52). First, the management of human resource planning, development planning and budget planning in government which have not been implemented in an integrated manner resulting in low efficiency and productivity of the state administration. The research also suggests the role of the central institution of the state administrative system which prioritizes obedience to regulations rather than better performance, thus led to low professionalism of state apparatus' performance due to lack of career development of civil servants. Positioning within the bureaucracy was also not based on meritocracy and skills, resulted in many positions don't require 'right man on the right job' principle. Another issue with current implementation is the underrepresentation of women in pivotal

position despite the gender mainstreaming principle (Nabbs-Keller, 2013). One of the reports point out on the limited association for civil servants, another report suggests the limited model of autonomy for decentralization. A complicated payroll system was also argued as one of the factors of less motivation for bureaucracy to perform professionally. The pervasive practice of corruption, collusion and nepotism in the recruitment, placement and promotion of civil servants in various positions and sectors (Kasim, 2013). The embedded nature of this practice in the administration of bureaucracy in Indonesia is still a serious concern.

The vision of bureaucratic reform contained in the Grand Design Bureaucratic Reform of Indonesia is the realization of world class government, defined as a professional and high integrity government capable of providing excellent service to the people and democratic government management to be able to face challenges in the XX1 century through good governance in 2025 (Pemerintah Republik Indonesia, 2010). This vision is formulated to be achieved through four means: 1) establish/improve the legislation in order to implement good governance; 2) organizing and strengthening the organization, management, apparatus human resource management, accountability oversight, public service quality, mindset and cultural set; 3) develop effective control mechanisms; 4) to manage administrative disputes effectively and efficiently.

The implementation of bureaucratic reform in every ministry, governmental bodies and local government is guided by Presidential Regulation (*Peraturan Pemerintah*) No. 81/2010 concerning the Grand Design of the 2010-2025 Bureaucracy Reform and Regulation of the Minister of Administrative Reform and Bureaucratic Reform (*Peraturan Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi*) No. 16/2015 concerning Road Map of

Bureaucratic Reform 2015- 2019. The importance of implementing bureaucratic reform in Indonesia, according to the same regulation text, because there are 6 (six) main problems of bureaucracy in Indonesia (Kementerian Pendayaagunaan Aparatur Negara dan Reformasi Birokrasi, 2015). From organization sector, government organizations are not yet in the right function and in the right size. In terms of statutory regulations, there are still some overlapping, inconsistent, unclear, and multiple interpretations in the field of the state apparatus. In addition, there are still conflicts between one legislation with another, both equal and between higher regulations and regulations below or between central and regional regulations. In addition, many laws and regulations have not yet been adapted to the dynamics of changes in government administration and community demands.

On human resource of apparatus, the main problem of human resources in the state apparatus is the imbalance of allocations in terms of quantity, quality, and distribution of civil servants according to territorial (regional), and the low level of productivity of civil servants. In addition, apparatus human resource management has not been carried out optimally to improve professionalism, employee performance, and organization. The civil servant payroll system is not based on the work/position weights obtained from job evaluations, and performance benefits have not been fully linked to work performance and pension benefits do not guarantee welfare. In the area of authority, there are still practices of deviations and abuse of authority in the process of governance and the insufficient accountability of the performance of government agencies. In terms of public services, services provided still has yet to satisfy and accommodate the interests of all levels of society and has yet to fulfill the basic rights of citizens. The implementation of public services is yet in accordance with the expectations of a

middle-income nation that is getting more advanced and increasingly fierce global competition; The mindset and work culture of bureaucrats also have not fully supported bureaucracy that is efficient, effective and productive, and professional. In addition, bureaucrats do not really have a mindset that serves the community, and have not achieved better performance and results-oriented.

One of focus area of the bureaucratic reform is human resources of state apparatus. Turner and Hulme (1997, p. 116) argue that “organization’s most valuable resources are its staff”. Human resources in the administration of government plays a strategic role, because the success or failure of the administration of government depends very much on the quality of the bureaucratic apparatus that runs the government machination. UU No. 5/2015 concerning State Civil Apparatus regulates occupational competency standards that must be possessed by every employee consisting of technical competency, managerial competency and socio-cultural competency. Technical competence is measured from the level and specialization of education, functional technical training and technical work experience, managerial competence is measured from the level of education, structural training, management and leadership experience as well as socio-cultural competence as measured by work experience relating to plural society in terms of religion, ethnicity and culture so that they have national insight. Technical, managerial and socio-cultural competency standards are the minimum managerial competency requirements that must be possessed by a civil servant in carrying out office duties (Senseuse, Cahyaningsih, & Wibowo, 2015). This managerial competency standard is prepared by government agencies in their respective environments both at central and regional levels, such as in Depok.

Depok Municipality is undergoing bureaucratic reform, especially towards the

achievement of competent and professional civil servants. These competencies and professionals are related to the ability of the apparatus in the form of knowledge, skills, skills, attitudes and behaviors needed in carrying out the main tasks, functions, authority and responsibilities. Depok City Regional Regulation Number 13 of 2011 concerning the Medium-Term Development Plan of the City of Depok in 2011-2016, which is used as a reference in the preparation of the Regional Government Work Plan (RKPD) for each period of 1 year. The direction of development of the City of Depok in the Phase II RPJMD according to the document of the City of Depok RPJPD 2006-2025 is the improvement of services above the SPM standard, development of Human Resources competencies, development of superior products and services as well as maintenance and improvement of leading sector infrastructure.

Depok Municipal Government has a massive shortage of civil servants, the population of Depok City at the end of 2018 was 1,803,708 people, and the number of civil servants as of December 2018 was 6,656 people. This means that the ratio of the number of civil servants to the population is 1: 252, meaning that every 1 civil servant serves 252 residents in the city of Depok. You could say the number of civil servants is 0.39% of the population. A total of 247 people will retire in 2018. Depok City civil servants aged 51-55 years are more dominant than other age groups. This needs to be a concern of Depok City Government related to the risk of massive civil service shortages. In addition, not all civil servants have rights and opportunities to participate in competency development, either in the form of training or non-training activities such as guidance or internships. This is due to the limited budget for competency development. In terms of discipline, violations that often occur on civil servants on a daily basis are the rules of working

hours, arriving late or not returning on time, committing other violations.

These phenomena raise several questions which need to be addressed, such as how is the implementation of the human resource bureaucratic reform policy in realizing the professional apparatus in the local government of the city of Depok? What are the factors inhibiting policy implementation? How should the human resource bureaucratic reform policy model in Depok city be formulated? A qualitative research approach with a descriptive analysis method is utilized to obtain actual research results and can therefore be used as an empirical basis for developing a new concept. This research utilized both interview and document study to gather evidence and data to formulate an analysis. It was conducted in Depok Municipality in 2019. This research attempts to address these questions through four parts. First part is the introduction and the explanation of background on how the research needed to be conducted. Second part is the literature study to look into previous study and how this research can fill the gap between these researches. This part also explores the theories and concepts related to the field and frame this research within the theoretical framework. Third part is the results, where the exploration and analysis are divided into three sub parts to address each question, that is, how the bureaucracy reform policy is implemented, and how the research found challenges to that implementation while thus formulating a fitting model for implementation using Depok as the case study. Final part is the conclusion of the research.

## **LITERATURE STUDY**

### **Previous Study**

Study on the implementation of bureaucratic reform of human resources apparatus is a research within the realm of public administration. Referring to Ndraha's indication (2005, pp. 228–229) about the prerequisites for constructing the framework of government science

thinking, the design of this research is considered quite strong because it fulfills two main points namely (a) theoretical framework; that the theoretical reference used in this study is the theory of subcultural relations of government, and (b) the fact, that the facts and events captured at this locus of study are pleased with the phenomenon of governance.

First, Tyas Dian Anggraeni's research titled "Creating a Good Public Service System: Strategies for Bureaucratic Reform in Eradicating Corruption" (Anggraeni, 2014). This research departs from the theoretical framework of the welfare state, that the government has a large enough role to meet the needs and welfare of its people. One manifestation of this is through the provision of quality public services that are vulnerable to acts of corruption, reducing public trust in the country. This paper discusses about the poor portrait of public services conducted by the government that leads to corruption and analyzes how to improve them through a mental revolution in the context of bureaucratic reform. It was also suggested to consistently carrying out the agenda of bureaucratic reform with institutional restructuring, improving the quality of public services, increasing the competence of the apparatus, strengthening monitoring and supervision and opening up public participation space. This research found that the public has little confidence in service of public institutions, with the assumption that the bureaucratic service process is complicated, long, and requires a lot of costs. Bureaucratic reform is carried out by incorporating the method of mental revolution into its programs and policies. It takes commitment and a concrete model from a leader to succeed the bureaucratic reform program can be outlined in the form of a guidance system that is carried out to state administrators.

Second, Nur Effendi's research titled "Competency-Based Human Resource Development at Lampung City

Government Office" (Efendi, 2015). This study aims to determine the performance of an employee with competence, using descriptive research methods with an inductive approach. Data collection is done by observation, interviews and documentation. Data analysis is used qualitatively through data reduction, data presentation and conclusion making. The results showed that the development of competency-based human resources at the Bandar Lampung City Government Office had not yet reached optimal results, the contributing factor is the lack of success in developing competency-based human resources due to the lack of a learning culture and development practices that do not link the results planning activities, training, assessment and development of work-oriented competencies.

Next is Hayat's research entitled Confirmation of Bureaucratic Reform through Performance Evaluation of Public Services (Hayat, 2017). The research method used is descriptive qualitative through surveys, interviews and questionnaires. The results showed that the implementation of performance evaluation of public services in Cemorokandang village was going well. Performance appraisal is carried out using Employee Work Objectives (SKP). The use of SKP has a significant impact on the quality of employee performance, namely as a form of motivation in performance competencies, an objective and objective evaluation, control of employee behavior and improvement of character for the state civil apparatus.

Based on the previous research, this research offers an effort to close the renewal gap of this issue as well as the formulation of the bureaucratic reform model of human resources of the state apparatus.

### **Theoretical Framework**

Wasistiono and Simangunsong (2015, p. 13) differentiates science into 4 (four) categories, namely: grand theory,



middle range theory, application theory and supposition theory. Using their method, this research utilizes four levels of theoretical approach; public administration study as the grand theory through which this research frame the analysis approach, public policy as the middle theory within which the policy implementation of bureaucratic reform is utilized to analyze the concept of state apparatus' human resources.

#### Policy Implementation

Van Meter and Van Horn define policy implementation as "actions taken either by individuals or officials or groups of government or private that are directed at the achievement of the objectives outlined in policy decision ". They argue that implementation is a linear process consisting of six variables that link policies with performance, namely: (a) standards and objectives; (b) resources; (c) communication and activities between organizations; (d) characteristics of implementation agents; (e) economic and political conditions; (f) the attitude of the implementer.

Edward III, in his book *Implementing Public Policy* (1980) says that policy implementation is a complex activity with so many factors influencing its success. Edward III proposes an approach to the problem of implementing policy by raising two main questions, namely the factors that drive and hinder success policy implementation. This question is then formulated into four success factors for a policy implementation, namely communication, resources, attitudes of the policy implementers and organizational structure. First, communication can be done well if the implementation process is clear, which involves the process of delivering information, clarity of information and the consistency of the information conveyed. Secondly, resources include four components, namely sufficient staff in terms of quantity and quality, information needed for decision making, sufficient

authority to carry out their duties or responsibilities, and facilities needed for implementing policies. Third, disposition, which is the executor's commitment to the implementation of the policy. Fourth, a bureaucratic structure based on the organization and standard operating procedures governing the governance of policy implementation. These four factors are closely related to each other. The assumption is that if each of the factors or variables can interact well then the policy objectives will be easily achieved, and vice versa. Among these factors which are often considered very important are the communication and resource factors of the policy implementing organization. However, each of these factors is believed to have a very important role in the entire policy implementation process.

The success of implementation according to Merilee S Grindle (in Subarsono, 2011, p. 93) is influenced by two large variables, namely content of policy and context of implementation. These variables include the extent to which the interests of the target group or target group are contained in the contents of the policy, the types of benefits received by the target group, the extent of the desired change in a policy, whether the location of a program is fixed, whether a policy has mentioned its implementation in detail, and whether a program is supported by adequate resources. While Wibawa, Prabuningrat, & Pramusinto (1994, pp. 22–23) argue that Grindle's model can be determined by the contents of the policy and the context of its implementation. The basic idea is that after the policy is transformed, then the policy implementation is carried out. Its success is determined by the degree of implementability of the policy. The contents of the policy include the following: 1) interests affected; 2) type of benefit; 3) extent of change envisioned; 4) site of decision-making; 5) program implementation; and 6) resources committed. While the context of

implementation should focus on: 1) power, interest, and strategy of actors involved; 2) institution and regime characteristics; and 3) compliance and responsiveness.

This research uses Grindle's model which states that the success of implementation is influenced by 2 (two) large variables, namely the contents of the policy and the implementation environment. The use of this theory can help researchers to analyze the Implementation of Human Resources Bureaucracy Reform Policy in Realizing Apparatus Professionalism in Depok City Government in more depth. According to Grindle and Thomas (Grindle & Thomas, 1991, p. 9), sources involved in the implementation of policies include people who have adequate competence both in terms of quantity and quality (able to effectively manage the resources they have), access to clear information, facilities and infrastructure available and the authority they have.

Bureaucracy Reform as an Applied Concept

Bureaucratic Reform Grand Design (Pemerintah Republik Indonesia, 2010, p. 3) stated that the implementation of bureaucratic reform aims to achieve: 1) reduction and elimination of any abuse of public authority by officials in the relevant agencies; 2) Indonesia as the most-improved bureaucracy; 3) improving the quality of services to the community; 4) improving the quality of the formulation and implementation of national policies / programs; 5) cost and time efficiency in carrying out organizational tasks; 6) Indonesian bureaucracy which is anticipative, proactive, and effective in facing globalization and changes in the strategic environment. For this reason, bureaucratic reform in the institutional sector (organizational structure) of government bureaucracy, systems (processes and procedures) and specifically HR (Human Resources) which is the focus of this research is expected to

lead to excellent service. This is supported by Sarundajang (2003, p. 81) who argues:

"That the purpose of bureaucratic reform is to build an effective and efficient State apparatus and free the state apparatus and corrupt practices and other disgraceful actions, so that the government bureaucracy is able to produce and provide excellent public services. One of the pillars of bureaucratic reform is the creation of a good management system, which includes institutionalization and organizing systems, management of personnel based on management performance, management of state assets and assets, financial management, planning and budgeting, supervision and accountability. "

The Grand Design of Bureaucratic Reform (Pemerintah Republik Indonesia, 2010, p. 16) also explained that bureaucratic reform aims to create a professional government bureaucracy with adaptive characteristics, integrity, high performance, clean and free of corruption, able to serve the public, neutral, prosperous, dedicated and uphold the basic values and code of ethics. According to Lawal and Oladunjoye (2010), bureaucratic reform is still needed, especially at the regional government level with the aim of: 1) increasing the capacity of good government; 2) serving rural communities; and 3) mobilizing and utilizing local resources and ensuring effective utilization with the support of the central government so that efficiency can be achieved (Mulgan, 2008). The factors that support the successful implementation of Bureaucratic Reform in the regions according to Prasojo, Maksum and Kurniawan (2006, pp. 175–176) are: 1) commitment and political will of the regional head; 2) the ability of regional heads and their apparatuses to involve stakeholders in program priorities, program implementation, supervision and evaluation; 3) the existence of development efficiency programs in all sectors and efforts to change the paradigm and bureaucratic culture; 4) selection of program priorities. The success of the program is also determined by the alignments of these programs to the interests of the community. In addition, in

implementing a program it should always implement KISS (coordination, integration, synchronization and simplification),

The success of bureaucratic reform must also be supported by partnerships (Silaban, 2012, pp. 57–62). Partnership is needed, because bureaucratic reform is everybody's business, all stakeholders have an interest in improving public services achieved through implementing bureaucratic reform. This partnership includes academics, professionals, the media and the community itself. The involvement of academic and professional institutions is a manifestation of a partnership that is expected to participate in the development of scientific and evidence-based public services. The media can also be partners in disseminating information and helping to encourage informed and critical civil society. In addition, the role of the community is expected to oversee the bureaucratic reform. Political partnerships are also very much needed, such as with political parties and community organizations (Silaban, 2012, p. 61). The aim is to achieve greater resonance, so that bureaucratic reform resounds to all components of the nation by bringing principles and ethics into public service, and through this political partnership, it is expected that in the formulation of policies, the formulation of legislation and the budget so that the implementation of reforms runs smoothly.

## **METHODOLOGY**

Research uses a qualitative research approach. Determination of Research Informants as many as 4 people using the snow ball technique. Secondary data collection from books and documents using literature studies. Primary data collection from research informants using the Interview Guidelines. Discussion of research results using descriptive analysis techniques developed by the observer triangulation method and arranged according to the six dimensions of the Van

Meter and Von Horn public policy implementation model until practical implications of each of the dimensions of analysis are achieved.

## **ANALYSIS**

### **Policy Implementation of Bureaucratic Reform**

This study uses Grindle's theory which says that policy implementation depends on the content of policy and the context of implementation. Contents of Policy that can affect implementation according to Grindle are: 1) the extent to which the interests of target groups are affected by the existence of policies / programs, 2) the types of benefits generated, 3) the degree of desired change, 4) the position of policy makers, 5) implementing the program and 6) resources generated. Whereas the Context of Implementation that influences the successful implementation are: 1) how much power, interests and strategies possessed by the actors involved in policy implementation, 2) the characteristics of institutions, institutions and regimes that are in power, and 3) the level of compliance and responsiveness of implementing group.

Reed et al. (2009) states that the interests and influence of actors can be understood from the perspective of the actors involved. The different interests and influences of the actors are divided into 4 (four) quadrants, namely key players, subjects, context setters and crowls. The core of the discourse in this quadrant lies in the relationship between the main players who are always dominant towards subjects that always need help, so there is a tug of war between the ruling and marginal actors. In this position, marginal actors have the ability to build strategic alliances with other marginal actors when they find the same interests. Differences in interests and influence that build contestation to negotiate the various interests that fight in it. The success of policy implementation is influenced by the



extent to which the interests that are affected develop according to objectives. This research shows that the implementation is influenced by several interests, namely the interests of the policy implementers and the target group. The implementers of this policy are regulated in accordance with Mayor Regulation Number 41 of 2018 concerning the 2018 Bureaucratic Reform Road Map of Depok City, while the target group is employees in the Depok City Government. When the bureaucratic reform was carried out in Depok, there were actually many benefits that should have been obtained to realize professional apparatuses, such as employees in the Depok City Government improving their abilities and competencies by developing themselves in training, continuing higher education levels, placing employees based on qualifications and competencies. Research shows that benefits obtained from the implementation of personnel bureaucratic reform policy apparatus include: 1) the application of employee recruitment in a transparent and accountable manner based on competency using the 2018 computer-assisted test system; 2) preparation of job analysis and workload analysis as a basis for preparing employee needs; 3) projected staffing needs; 4) Structural, Functional and technical Training programs; 5) open assessment; 6) determining the use of electronic based employee work targets; 7) online attendance implementation; 8) IT based services; and 9) availability of employee database.

On extent of change envisioned, there are a range of changes desired from the implementation of the bureaucratic reform, namely employees in Depok Municipality in carrying out work, working professionally, being able to complete the work and tasks that are their responsibility, increasing competence through participating in training or continuing education to a higher level, placement employees based on qualifications and educational background,

position placement transparently, openly, employee welfare is further improved. The wider and larger the changes desired through the policy; it will usually be more difficult to implement. As in the RPJMD and RPJPD missions, the goals of the Bureaucratic Reform are divided into three objectives: 1) achieving a clean government free from corruption, collusion and nepotism; 2) capacity building and accountability of bureaucratic performance of Depok Municipal Government; and 3) improving the quality of public services to the community. After analyzing the change indicators that are the target of change, the next discussion is an indicator of the decision-making position. In analyzing the decision-making indicators, it will be seen who and what their responsibilities are, one of them is BKPSDM. Site of Decision-Making shows that BKPSDM plays a crucial role where the changes in human resources are under the BKPSDM structure and responsibility. The implementation of monitoring and evaluation of the implementation of the personnel bureaucracy reform policy apparatus refers to Government Regulation Number 60 of 2008 concerning the Government Internal Control System (SPIP). The object of monitoring and evaluation of the implementation of the Bureaucratic Reform Road Map is the Depok City Bureaucracy Reform Team, which consists of the Steering Team and Implementation Team. In this monitoring process three important cycles are needed as follows: 1) planning, which includes activities in the context of setting targets, selecting methods and determining work steps to be implemented as well as human resources that will be needed in the implementation of monitoring and evaluation; 2) implementation, which includes the implementation of work steps based on applicable monitoring and evaluation standards; and 3) reporting, which includes the activities of conveying the results of monitoring progress and achievements of the implementation of the

Bureaucracy Reform accompanied by analysis and suggestions/recommendations for improvement.

Next step is examining who is the program implementor as a part of content of policy in carrying out a policy or program. In carrying out a policy or program must be supported by a policy implementor who has competence in their field for the success of a policy. Implementers of policies or programs that were found in this study were the Regional Secretary and BKPSDM, based on Depok Mayor Regulation No. 41/2018 concerning the Road Map of the Depok City Government Bureaucratic Reform in 2018-2021, as a guide in carrying out the preparation and evaluation of the implementation of programs, policies and bureaucratic reform activities within the City Government of Depok. Furthermore, as a follow-up to the evaluation results of the Depok City Bureaucracy Reform 2018 and to optimize the task of implementing the Depok City Human Resources Bureaucracy Reform, the Decree of the Depok City BKPSDM Decree No. 800 / KEP.5262 / BKPSDM / 2019 concerning the Composition of the Depok City BKPSDM Bureaucratic Reform Team 2019.

Bureaucratic reform wouldn't also be effective if not supported by effective distribution of resources committed. The success of a policy implementation is very dependent on the ability and use of existing resources in the organization. Resources in the organization not only include human resources but also non-human resource which can be in the form of time and financial resources. These resources must be available in order to facilitate the administration of the implementation of a policy or program. Resources needed in implementing this bureaucratic reform are staff (number and skills according to needs), information, and authority. The limited civil servants in Depok City is currently seen from the greater number of non-civil servants

compared to the number of civil servants, which is caused by the insistence on the needs of regional apparatus employees that cannot be accommodated by the city government as well as the PNS Moratorium policy which causes a reduction in the number of civil servants due to retirement. Another problem is that the placement of state civil servants in office has not been based on competence.

Second part of analyzing the policy implementation is through understanding the context of policy. The context of policy implementation means how the policies that have been set can be implemented effectively so that it can have a positive effect on the desired outcome. In forming a policy, it is necessary to consider the powers, interests and strategies used by the actors involved to facilitate the implementation of a policy. If this is not carefully calculated, it is very likely that the program to be implemented will be far from the expected results. In this study, what is meant by the actors is the executor of the policy program, namely the Regional Secretary and BKPSDM. The program implementers must have the strength so that the target group follows the regulations that apply in the Depok City Government and must have the interest to change, organize employees into professional apparatus. Based on field research, the political interests and policies of the local mayor become very decisive towards the organization, especially in the appointment of bureaucracy, as well as interventions in planning work programs and development activities in the regions. So that the role and function of the BKPSDM as a body that handles staffing sometimes clashes with the interests of regional authorities who are political positions or with DPRD who are representatives of political parties. This can be a reason to argue that nepotism is still pervasive in the bureaucratic process in Depok.

Next analysis turns to institution and regime characteristic, which can define

how the regime or institution approach the problem-solving process of bureaucratic reform. When the implementation of the bureaucratic reform of the apparatus of human resources is carried out in the Depok City Government it will certainly be an indirect indication of how the characteristics of the regime and the institutions that run it, in this case the Regional Secretary. Depok City Regional Secretary explained about the characteristics of the Regional Apparatus Organization (OPD) in the Depok City Government stating that the HR arrangement was not working as it should be.

The last element to be analyzed is Compliance and Responsiveness. The policy implementer must be sensitive to the needs of the target group, so that the implemented program is successful and receives support, from the target group. The policy implementers should understand the needs of the target group which is none other than the needs of employees in the Depok City Government. The fulfillment of the needs of the target group will determine the successful implementation of the bureaucratic reform of the human resources apparatus in realizing professional apparatus. The results showed that the implementation of the bureaucratic reform policy did not meet the needs of employees in the City Government of Depok. Policy implementers need to provide understanding through socialization to employees. Compliance and response from policy implementers also determines the success of policy implementation. Policy implementers in Depok City Government are currently conducting HR management, starting from procurement based on employee needs analysis, conducted transparently in an open manner, absent online, giving additional income based on performance awards.

### **Challenges to Implementation**

The problems that are currently very urgent faced by the Depok City Government are: First, the lack of civil servants, especially educators, every year there are 300 employees lost due to retirement. Until now the total shortage of civil servants in the City Government of Depok has reached 6,000 people. The shortage of human resources spreads in all regional work units. One effort to meet the needs of employees, the City Government of Depok appointed contract workers with a work agreement (TKPK), but this did not completely resolve the shortage of civil servants. In addition to a limited budget there are still positions that cannot be filled by TKPK, TKPK is only in the technical field only, correspondence administration. Second, not all civil servants have the right and opportunity to develop competencies in the form of training or non-training activities such as guidance or internships. This is due to the limited budget for self-development. Third, employee placement is not based on educational background.

In addition, barriers to achieve high professionalism of apparatus exist partly due to the professionalism of the apparatus that often collides with the absence of a conducive climate in the bureaucratic world to respond to the aspirations of the community and the lack of willingness of the leadership to empower subordinates and bureaucratic work systems based on operational and technical guidelines making the apparatus unresponsive and because leaders do not play a role as directors (catalysts) and empowerment for subordinates. Professionalism is not only sufficiently shaped and influenced by expertise and knowledge so that the apparatus can carry out its duties and functions effectively and efficiently, but it is also influenced by the philosophy of bureaucracy, values, structure and work procedures in the bureaucracy.

### **Formulating a Model for Bureaucracy Reform**

Based on the analysis of the implementation of the human resource bureaucratic reform policy in the Depok City Government conducted using the theory from Grindle, in broad outline the implementation of the bureaucratic reform policy has not been successful because human resource management has not been running effectively and efficiently. This can be seen from the fact that the placement of employees is not based on educational background, the low participation rate of structural education and training to increase employee competency, there are no job competency standards for each employee, fulfillment of employee needs based on Workload Analysis (ABK) which has not been fulfilled because of the number employees who experience shortages due to retirement and transfers outside Depok. This research thus proposes additions to the policy implementation analytical framework suggested by Grindle, in addition to the current nine elements, to add three more criteria, which are: 1) leadership; 2) coordination; and 3) communication.

First is leadership, which is a process of influencing others to take steps or actions towards a common goal (Supriatna, 2010, p. 33). Bureaucratic reform is very dependent on how leaders carry out their functions in the process of implementing the policy. Abimanyu (2011, pp. 7–8) said that bureaucratic reform under honest, decisive and visionary leadership is an important requirement in changing the mindset of bureaucrats. The leadership of the organization has a very big role to change in the organization, because as a leader he can influence members to take steps or actions towards a common goal, especially in the development and management of the organization. The leader is not only a policy maker, but also an executor of the policies made, so that they can become role models for employees in the process of bureaucratic reform. Leaders with their

authority are expected to be able to lead subordinates and organize subordinates and minimize conflicting interests between individual and group ambitions in achieving organizational goals.

Second, coordination. Sanjaya, Irwansyah, and Alunaza (2017) defines coordination as a process of integrating company goals and activities in separate units within an organization to achieve organizational goals efficiently. Coordination becomes fundamental for the state apparatus, because without coordination they do not have a benchmark to follow. The organization basically consists of resources, management processes and organizational goals. All resources owned by the organization are utilized in an integrated management process in achieving organizational goals. The process of integration of resources and management processes to achieve the goals of the organization is called the coordination process. Thus, coordination has a vital role in integrating all organizational resources for the achievement of objectives. In order for the implementation of bureaucratic reform policies to work, there needs to be coordination between policy makers and those who carry out policies. The formulation, preparation and implementation of policies is the responsibility of government agencies. The government is demanded to be able to produce policies that do not overlap so that the coordination of all parties involved in the policy becomes important, including coordination between the central government, regional governments / mayors, BKPSDM, OPD, staff and the community.

The third addition to be considered is communication. Communication in the bureaucracy is the process of delivering and understanding accurate information from one unit (sender) to another unit (receiver). This process is not only vital in the formulation of objectives, but also an important tool in the bureaucratic process.

Communication is a technical effort to unite opinions, ideas, common understanding and group unity. Communication between leaders and subordinates can be interpreted as the delivery of ideas, and thoughts expressed in a message that is carried out both horizontally and vertically within bureaucratic organizations. Basically, the communication needed in the Depok City Government is simple and easy to understand, but in practice it is the opposite, it is very difficult to understand even more so if those involved in communication have different references or in one-way communication.

Based on the argument, this research proposed the model of policy implementation of bureaucratic reform to follow this model:



Figure 1 Model of Implementation

## CONCLUSION

This research found that the unsuccessful implementation of the human resource bureaucratic reform policy was influenced by: 1) many actors are involved and have an interest in influencing reform policies, starting from the central to the regional level; 2) unequal opportunity to attend education and training, both structural and technical training; 3) the large number of human resource management programs that have been delayed / not yet implemented; 4) lack of apparatus human resources; and 5) low mindset and understanding of employees towards bureaucratic reform. Inhibiting factors in implementing bureaucratic reform are: 1) employee boredom in carrying out work, this is due to too long employees working in the field; 2) limited / insufficient number of civil servants in the Depok City Government, which based

on the results of the job analysis and workload analysis, is short of around 6000 employees. Human Resource Policy Implementation Model, which can be applied in the Depok City Government is Professional Apparatus based on "LCC", namely Leadership, Coordination, Communication.

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